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ABSTRACT

This report details a series of specific recommendations aimed at improving the conditions of learning and teaching, teacher preparation and licensure, recruitment and minority recruitment, and accountability in New York State. The necessity of restructuring schools in the state is first discussed. Recommendations are then made in the following areas: (1) conditions of learning and teaching; (2) teacher preparation and licensure; (3) governance of the profession; (4) professional licensing system; (5) recruitment/minority recruitment; (6) professional accountability; (7) accountability for schools; (8) student performance; and (9) community/parent accountability. For each of these recommendations the specific problem is stated and the desired outcome described. (JD)

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The New York Report: A Blueprint for Learning and Teaching

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March 15, 1988

TO: Commissioner Thomas Sobol

FROM: Co-Chairpersons Thomas Y. Hobart, Jr.
Edward J. Mortola

We present to you the report of the Task Force on the Teaching Profession. During the past 14 weeks, we have had 9 meetings and the report has undergone more than 6 drafts.

As Co-Chairpersons, we believe the diversity of backgrounds of those you appointed was the major contribution to the breadth and scope of our report.

We would be remiss if we did not single out those who have substantially added to the work of the Task Force members. We would particularly like to thank Senator James Donovan, Chairman of the Senate Education Committee; Assemblyman Jose Serrano, Chairman of the Assembly Education Committee; Assemblyman Roger Green, Chairman of the Black & Puerto Rican Caucus; and Deputy Speaker Arthur Eve for their time and consultation. We also thank Louis Grumet, Executive Director of the New York State School Boards Association; Robert Lancto, Executive Director of School Administrators Association of NYS; and Murray Schneider, President of NYS Federation of School Administrators, for their advice and consultation.

We were privileged to have prominent members of the New York State business community review our third draft and comment on it: Ann Alexander, Vice President of AT&T Foundation; Edward Bligh, Director of University Relations at AT&T; Fred Salerno, President and CEO of New York Telephone; and Ronald Shelp, President and CEO of the New York City Partnership.

The Task Force is indebted to Al Shanker, President of American Federation of Teachers, for his presentation which helped us develop our vision of the learner-centered school.

Dr. Arthur Wise, Director of the Rand Corporation Project for Professionalizing Teaching, structured the initial drafting of our project and we appreciate his guidance.

We are particularly grateful to Deborah Ward, Managing Editor at Pamela Sawchuk Associates, for her

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work in writing and editing the final expression of the Task Force Report.

Finally, we wish to thank Charles Santelli and the Task Force staff for the extraordinary quality and quantity of work they prepared. We determined early that the only way to achieve our goals of responding to your charge and reporting by March 15th was to do intensive staff work so that the Task Force members would have redrafts of their efforts within days of each meeting. The staffing set up by NYSUT ably served us in our endeavor.

What follows is the Task Force vision and recommendations of restructured schools which will take us into the 21st century. It was obvious from our first meeting that if schools were to meet the needs of our students, they must be restructured so that we create conditions which would support the recruitment and retention of highly qualified teachers.

It was obvious, as nas been said by Linda Darling-Hammond, that the major reason for seeking to create a profession of teachers is that it will further ensure that students are well educated.

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This reprint of "The New York Report: A Blueprint for Learning and Teaching" contains the main text of the report of the Commissioner's Task Force on the Teaching Profession, as well as the letter of transmittal to the commissioner, the names of the members of the Task Force, the executive summary and acknowledgments.

Executive Summary

Our charge from Commissioner Sobol was to examine conditions of teaching, teacher preparation and teacher recruitment in New York State and to recommend ways to improve them. In responding to this charge, we focused on conditions of learning in our schools — believing strongly that the conditions of learning and teaching are inextricably linked.

What we found was a system that is working well for too small a percentage of our students. Despite the fact that New York State boasts some of the nation's best student scholars, its schools are adequately educating only a percentage of our children.

Why are so many of our students failing to learn? We believe the primary reason is a structure of education that neglects the individual needs of children. Our present assembly-line approach to education fails to reflect our knowledge that children learn in different ways and at different rates. Teaching is conducted in a "top-down" environment that allows teachers little professional discretion over how to reach educational goals. Too often teachers are burdened with non-instructional duties or unrealistic teaching loads. In some cases, teachers and children must work in buildings that are in deplorable states of disrepair.

In addition, our schools are facing a shortage of qualified teachers. Minorities, in particular, are shamefully underrepresented in our profession. If we do not change the current working conditions in our schools, prospects for recruitment appear bleak. Is it any wonder that so many talented people choose other occupations which may better challenge and reward their efforts?

Finally, the present system works to erode itself as standards for entry into teaching periodically are lowered because of an unfulfilled demand. The system of teacher licensure now in place is susceptible to marketplace pressures and fails to ensure that those entrusted with the education of our children have mastered their subject matter and know how to teach.

The Task Force concluded that teaching, and the recruitment of talented teacher candidates, cannot improve without a fundamental restructuring of our schools. The central element of our shared vision is a focus on the needs of students.

Improvements in the conditions of teaching follow as a natural consequence.

In our report, we detail a series of recommendations aimed at improving the conditions of learning and teaching, teacher preparation and licensure, recruitment/minority recruitment, and accountability.

To allow the system to respond better to the needs of children, we recommend a restructuring that would give teachers — those closest to the children's educational needs — a greater voice in determining educational strategies and methods. This joint decision-making is the cornerstone of our restructured schools. Teachers should be released from non-instructional duties and allowed to use their time to help students learn. The Task Force further recommends that schools in greatest need place limits on teaching load to ensure students receive more teacher time and attention.

Eventually we want to see all schools adopt joint decision-making at the district, building and school level. The Task Force is calling for funding to support schools in their efforts to restructure and to institute this process of shared decision-making. Furthermore, a "Marshall Plan" is needed to deal with the shameful physical conditions in some of our schools.

We must make sure, as we increase teachers' responsibilities, that they are prepared to discharge them effectively. To this end, the Task Force is recommending creation of a statewide teacher licensing system — a professional system of accountability that gives teachers a voice in and responsibility for the governance of their profession. A Professional Board, with a membership composed of a majority of teachers, would develop and administer standards of licensing for the profession under the aegis of the Board of Regents.

The Task Force is recommending the following sequence of teacher preparation: bachelor's degree, test of liberal arts knowledge, master's degree, assessment of teaching skills, internship, one year of teaching, then licensure. This is in contrast to the current system which allows persons to teach for up to five years before earning the required master's degree.

Also, the Task Force is united in the belief that vigorous recruitment efforts are required. We recommend financial incentives such as scholarships, fellowships and loan forgiveness programs to encourage and assist individuals interested in a teaching career. We must also open the way to teaching through career opportunity programs and outreach campaigns. Insti-

tutions of higher learning, schools and community members should be enlisted in the effort to present teaching as a desirable career choice.

Concerted efforts must be made to bring more minorities into teaching. The state must commit itself to programs that will make teaching a viable alternative for talented minority students. The Task Force has made several specific recommendations to this end.

Finally, the Task Force strongly believes that our proposals must be undergirded with a system of accountability that will increase public trust. The establishment of a Professional Board and revisions to the standards for teacher licensure are the foundations of our system of professional accountability. Built upon these foundations are recommendations for specific improvements in professional accountability. We are also calling for improvements in registration procedures for schools and in the ways we assess student performances. A critical component of accountability will be increased community involvement in our schools. The Task Force's recommendations emphasize the importance of involving parents, business people and community members in setting goals and planning for our schools.

The report that follows details specific recommendations in support of our shared vision of restructured schools. In considering these specifics, and in working to implement them in the months ahead, we must continue to focus on the most important element of our vision: the belief that all children can learn.

Introduction

All children can learn.

Now, more than ever, it is imperative that New York State commit itself to schools which give all our children that opportunity.

This simple belief, radical in its implications, is the basis for our shared vision of a restructured New York State school system that will successfully prepare our children for the 21st century. We, a Task Force of New York State educators charged with recommending ways to improve the conditions of teaching, believe that our schools as currently structured cannot address the educational needs of all our students. Existing school structure not only fails to reflect what is known about learning, but frequently works against it. We propose fundamental changes that would restructure our schools to answer successfully the needs of *drop-outs*, *drop-bys*, *drop-ins* and the unchallenged.

We are calling for schools that are centered on the learner and operated through joint decision-making, allowing teachers — those closest to the children's educational needs — a real voice in determining their students' education. Teachers would be treated as the professionals they are. They would be required to complete a rigorous preparation and meet demanding licensure standards which are unaffected by the needs of supply and demand. Our vision of schools stresses a commitment to vigorous recruitment of capable teacher candidates, especially minorities who are shamefully underrepresented in the teaching profession today.

What we are proposing is not an effort to mend, repair or polish up the structure now in place. What worked 50 years ago for a society with limited expectations no longer works today. Rather, we are sounding a call for a basic restructuring of our schools. Such an effort, we believe, is crucial to improving the conditions of teaching, and recruiting and retaining talented candidates to the profession.

The most significant element in our vision for the schools of New York State is its focus on the needs of the student. First and foremost, we must help our children to learn. We believe a system that does that most effectively will improve the conditions of teaching as a natural result.

Charge to the Task Force

Education Commissioner Thomas Sobol's charge is to make recommendations to the Board of Regents and the Commissioner of Education concerning a comprehensive, long-range strategy for recruiting, training, and retaining larger numbers of able people, including minorities and people in mid- and late-career.

In developing these recommendations, the Task Force was asked to consider:

- The conditions of teaching in elementary and secondary schools, including the opportunities for professional growth, advancement within teaching and participation in decision-making. In this context, the Task Force was also asked to recommend means by which teachers can be held accountable

for the exercise of any new authority they may be granted.

- The education, training, licensing/certifying and continuing professional development of teachers, including undergraduate and graduate teacher preparation programs, internship programs in elementary and secondary schools, and licensing/certification requirements (both for existing fields and for any new roles which are recommended).
- Programs and practices in secondary, collegiate and graduate education which may increase the number of minorities in the teaching profession.

In responding to this charge, the Task Force began a three months-long process of analysis and vigorous debate on the conditions of learning and teaching in our schools. We reviewed research on education and discussed the findings of a number of national, state and regional reports that focused on the need to reform our schools and strengthen the teaching profession. Drawing upon our collective expertise the teaching profession. Drawing upon our collective expertise and that of our constituencies, we shared our knowledge of and that of our constituencies, we shared our knowledge of specific problems that need to be remedied and exemplary programs that could serve as models for reform.

What has emerged is a set of recommendations with profound implications for changing present educational policies and practices in New York State. We have organized these recommendations into four categories: **Conditions of Teaching and Learning; Teacher Preparation and Licensure; Recruitment/Minority Recruitment;** and **Accountability.** The recommendations reflect the Task Force's conclusion that problems with the way our schools are structured often detract from teaching and learning, and create an environment which hurts the recruitment of talented teacher candidates. These conditions cannot improve without a fundamental restructuring of our schools. This suggests that improving the conditions of teaching requires more than attending to the knowledge and skills of teachers and prospective teachers. We must create an environment in our schools where learning can take place, not just for those students who respond well to the traditional modes of instruction, but also for the large number who may be better served by a greater variety of approaches.

It is the Task Force's firm belief that real changes which will help children learn will, as a natural consequence, improve the conditions of teaching — the primary focus of our charge from the Commissioner. Establishing conditions for effective teaching is important for the immediate benefit of current students, but it is equally important for current teachers and for the successful recruitment of teachers for the future. Teachers, and those who would be the teachers of tomorrow, will be attracted to and motivated by a system that is structured to provide joint decision-making, collegiality and professional responsibility.

Finally, the Task Force has recommended elements of accountability to ensure that the public can trust in the competency of teachers and in learner-centered joint decision-making.

A Call for Restructuring New York State's Schools

Why change the system?

The structure now in place is failing to meet the needs of too many children. A disturbing dichotomy exists in our schools: although New York State's top high school scholars are among the brightest in the country, its lowest achievers similarly rank near the bottom of the nation's students. Each year a number of New York State schools are honored as exemplary by the U.S. Department of Education. The Empire State has one-third of all Westinghouse Science Talent Semi-finalists. Graduates of our high schools go on to the leading colleges and universities. Yet the home of some of the nation's leading scholars also has a statewide dropout rate of 20 percent, with a significantly higher dropout rate in New York City. Results of the 1983-84 National Assessment of Educational Progress tests indicate that only 25 percent of New York State eleventh graders can write an adequate letter of application for a job; only 56 percent could find all the items in a table of contents; and only 8 percent can write a satisfactory essay explaining their favorite music. And those percentages are success rates for the students who have stayed in school. These figures do not include the children who have dropped out before the end of eleventh grade.

It is the Task Force's firm belief that real changes which will help children learn will, as a natural consequence, improve the conditions of teaching — the primary focus of our charge from the Commissioner.

Increasingly the public is aware that too many of our schools are not working. Quite rightly, they want to know why. Part of the reason, of course, is the changing nature of the challenge faced by New York schools. New York State is in a unique position as home to growing numbers of poor children and immigrant children who may have social, economic and linguistic differences. The Empire State is asked to provide education for children with an unusually broad range of needs and abilities. In addition, changes in society have placed increased expectations on our schools. The technol-

ogical advances of the last two decades and the need for New York to remain competitive in a world marketplace presuppose the existence of a skilled, literate workforce. While our schools graduate a higher percentage of students than they did in 1940 when only 20 percent graduated, they are not bringing enough of those who remain in school up to an educational level which we would now consider adequate. Increasingly, there is no place for the dropout who years ago found a living wage through unskilled labor.

Beyond basic economic considerations, there is the overriding need for today's schools to educate students who are capable of reaching their personal goals and participating fully in family and community life. In an era of increasing reliance on mass media, American society more than ever needs informed citizens capable of critical thought.

Clearly, the challenge is great. Yet if one reason for our schools' failure is the enormity of the challenge, that is only a part of the problem. The Task Force believes our schools are deficient because their structure, which has not changed in more than 50 years, simply does not work anymore. Educators have long known, for example, that learning is an active process requiring engagement and effort, and that children learn in different ways and at different rates. In fact, this is one of the central lessons imparted to teacher candidates in schools of education. Yet the reality in too many of our schools is that we process children in assembly-line fashion, resulting in methods of instruction which do not reflect our increased understanding of the learning process.

It is important to realize that the pressures and societal changes which affect our schools today have been building for many years. Yet these changes in society, increases in expectations, and advances in understanding of the learning process often have not been met by attendant changes in the structure of our schools.

For example, John Goodlad's work indicates that students are talked to for a large portion of their day, yet only a fraction of students learn best through listening. Visual learners or children who learn best through participation quickly absorb the message that school is not a place where they can succeed. Their self-esteem suffers, and many become dropouts. Others who stay in school — *drop-bys* who attend class but fail to become engaged in learning, or *drop-ins* who attend sporadically — may graduate without the skills to function in even an entry-level job. Many emerge with passive learning habits that dull their creativity and critical thinking skills.

Addressing the problem will require a restructuring of our schools, continued financial support, and time. We are looking not for instant solutions, but for fundamental, long-term improvement. It is important to realize that the pressures and societal changes which affect our schools today have been building for many years. Yet these changes in society, increases in expectations, and advances in understanding of the learning process often have not been met by attendant changes in the structure of our schools.

Consider what is happening in our classrooms today:

- Students enter kindergarten based on an arbitrary cutoff tied to their birthdates rather than to their level of development. A day's difference in age can make a child the youngest or oldest in a class at a time in life when a year's difference in development is critical. The developmentally young student too often feels slow, less able and socially inept.
- The school year is divided into quarters or semesters, with student grades usually computed by averaging all the marks within that time period. At the end of 10 months, a final determination is made on whether a student will advance to the next grade. Further instruction does not begin for another two months. This means feedback on school performance is episodic and time is wasted on frequent start-ups, shut-downs and reorientation.
- The school day is divided into arbitrary periods of time for each subject. Students in secondary schools switch subjects as many as seven or eight times a day. In some subject areas, the time for involved interaction which is necessary for significant learning simply is not there. It is confusing and dysfunctional for students and teachers.
- Similarly, secondary students move on to a new group of teachers not only several times each school day but also at the beginning of each school year. It is difficult for teachers to get to know all students well.
- In too many schools, an overwhelming reliance on teachers talking to students denies the opportunity for success to a majority of students because their capabilities require other methods of instruction.
- While State standards must be met, too often State-prescribed curricula and public pressure to score well on standardized tests geared to those curricula demand that teachers' attention be focused on material to be covered and on the needs of the class as a whole rather than on the needs of individual learners.

This mechanical system of education has been perpetuated in part because it has met the needs of adults. Many times bus schedules, food programs or custodial concerns — while important in their own ways — have figured ahead of educational imperatives.

Even our successes — those students who can be reached through current methods of instruction — may not be achieving their potential. Have our schools helped their successful students to become creative thinkers, problem-solvers, and avid life-long learners? In its study, *Learning to Be Literate in America*, the National Assessment of Educational Progress notes that only a small percentage of young people sampled in recent studies can reason effectively about what they read or write. Society cannot tolerate a public school system that educates such a small percentage of children to their potential.

The Task Force, in its vision of schools that are learner-centered, believes our schools require professional teachers who are given the responsibility and discretion to make appropriate instructional decisions for their students. This new structure would:

- Give teachers a role in planning, decision-making, and review-of-practice, thereby increasing their zone of discretion;
- Encourage an emphasis on teaming as part of a collegial approach to learner-centered education;
- Promote competency by removing bureaucratic controls that do not permit teachers to exercise professional discretion.
- Institute accountability that will foster public trust in teachers and ensure that children in our schools are learning;
- Improve the way teachers are recruited and trained.

Promote aggressive efforts to increase the numbers of minorities in teaching.

It is time to act on the basic principle that the primary purpose of schools, simply stated, is to educate children.

Why Now?

In April 1983, *A Nation at Risk* became the first of a number of reports to highlight major failings of the American system of education. In the five years since, elected officials and education leaders, including those in New York, have initiated many reforms. The Regents Action Plan adopted by New York State set tougher statewide graduation standards. The Governor and State Legislature in recent years have approved record increases in aid to public schools. Given the growing demand for accountability by government officials and taxpayers, it seems clear that schools will have to demonstrate an intelligent and sustained commitment to improving student outcomes. While education reform requires time and a commitment to long-term results, schools must be started immediately along the path to improvement. We must begin to implement what we know about best educational practice even as we continue our efforts to refine and improve that knowledge.

Yet the Task Force believes that these programs and additional funds — laudable and desperately needed though they are — can achieve only minor advances in schools that are not structured for success. In concert with these new programs to strengthen entry standards, improve teacher salaries, recognize excellence and institute collegial learning systems such as peer coaching, we need to create an environment in which all children can succeed. Otherwise, these initiatives will improve the outcome only for that small group able to succeed in the current system.

The impetus for improving our schools gains additional momentum from Governor Cuomo's designation of 1988 as the first year of the Decade of the Child. The Task Force recommends that in the coming decade the educational community dedicate itself to developing the learner-centered school. During the next five years, the State Education Department predicts, 50 percent of our teaching positions will have to be filled. Currently, 50 percent of new teachers leave the profession after five years.

Statewide changes will not come overnight, nor do we think they should. But the time to begin is now.

An Atmosphere of Trust

What lies ahead is not only the technical task of designing learner-centered schools, but also the challenge of creating an environment to sustain those schools. Successful experiments have been conducted in the past, only to disappear after an initial burst of enthusiasm. While in the short term a small number of learner-centered schools could be created, it is important to create a context which would ultimately allow all schools to become learner-centered.

The barriers to achieving this goal cannot be willed out of existence, nor removed through Task Force resolutions or legislative action. Instead, we must establish conditions which will allow the barriers to fall.

Some barriers exist because they meet other than student needs. Structural barriers, for example, have arisen to accommodate adult convenience. It has seemed easier to make age-grade, lock-step, Carnegie-unit schools. Similarly, if some teachers are not prepared to teach well, in many cases it has seemed easier to add a supervisor, mandate a curriculum, or impose a standardized test than to prepare these teachers to teach well. If not enough certified teachers have reported to the school house, it has seemed cheaper to lower the standards than to adjust incentives.

Other barriers have arisen from a lack of trust among adults. Because some students fail to learn and/or some teachers do not know how or are unable to reach them, the behavior of all is regulated. What we have learned, however, is that the system which has been designed and redesigned to perfect top-down control has only a

limited capacity to respond to individual student needs. Before the structure can be changed to allow those school personnel closest to students — the teachers — to respond directly to their needs, there must be a commitment to establishing trust in teacher competency.

A new system of professional accountability will allow us to deregulate teaching because we will more effectively regulate who can teach.

Professional accountability requires that we:

- Reform teacher education so that prospective teachers learn what is known about effective teaching;
- Reform teacher induction so that prospective teachers learn how to teach under the supervision of those who know how;
- Emphasize teaming which encourages responsibility for the success of colleagues;
- Create a teacher licensing process which requires prospective teachers to demonstrate they have the knowledge and skills to teach;
- Reform evaluation and professional development practices so that teachers continue to grow; and
- Create a workable, credible accountability system which identifies incompetent performers, seeks to remedy their deficiencies and removes those who cannot overcome them.

Teachers and administrators must have professional discretion necessary to discharge their duties in accordance with standards of good practice. Abandoning unworkable restrictions on the conditions of teaching does not mean abandoning educational standards. However, teachers should be involved in determining the best ways to achieve those standards.

The need for professionalism in teaching has been addressed by Linda Darling-Hammond in a paper prepared for the New York City Task Force on the Teaching Profession:

> Discussions about teacher professionalism often center around issues of money, status, autonomy and respect for teachers. They are all important matters at a time when recruitment of talented individuals to teaching is more difficult, but they are not the primary reasons for pursuing teacher professionalism. The major reasons for seeking to create a profession of teaching is that it will increase the probability that students will be well-educated.

In conjunction with professional accountability, the Task Force recommends improved school accountability, to ensure State standards and local goals are being met; improved ways of assessing student outcomes; and involvement by parents and the community in planning, setting goals and supporting their schools.

A Commitment to Learning

New York, and indeed the nation, needs an educational system that works for more of our children. If we fail to act, we perpetuate the growth of a class of citizens unable to contribute to the needs of a participatory democracy or a technologically-driven economy. We must create an environment where learning takes place and where each child has the chance to fulfill his or her potential. Our recommendations are but the first step in a process that will require commitment from the public, its elected leaders and everyone concerned with the education of children. The Task Force recognizes that the challenge is great.

We are resolved that the challenge must be met.

Conditions of Learning and Teaching

The Problem

Many of today's schools resemble factory assembly lines, with results that clearly sound the alarm for educational reform. A structure that too often requires children to be taught as if they were identical components on a moving belt loses many of them along the way, while those who complete the process may not receive the education they deserve. Children suffer when a mass-production approach to instruction fails to reflect our knowledge that they learn in different ways and at different rates.

Conditions that work against learning and effective teaching in our schools include: a structure that fails to reflect what is known about learning and fails to tap the full potential of teachers' expertise, less-than-optimum allocation of teacher time and resources, non-competitive salaries, and facilities that detract from learning.

The Desired Outcome

We envision that schools fundamentally restructured to improve learning opportunities and outcomes for children will improve the teaching profession as a natural result. While we want to see all schools in the State ultimately embody the learner-centered approach, it is not realistic to expect all schools to restructure immediately. Even for those leading the move to restructure, dramatic and instant improvements cannot be expected. However, a series of changes is needed to begin the process of moving all schools toward a foundation for learning and teaching that is more effective.

Joint decision-making is the key to our goal. Decisions should be made closest to their point of implementation — and in schools, that means decisions affecting children should primarily involve teachers who know the students' capabilities and needs. Teachers should be able to use a variety of teaching methods and to make professional decisions about how best to educate each of their students.

The Task Force seeks fundamental changes to the present structure of schools and acknowledges that the mechanisms to determine these changes need to be subject to collective negotiations in the spirit of collaboration that is beginning to be practiced in forward-looking industries.

Recommendations

The State should establish a fund to support competitive grants to schools to support restructuring. While many schools will not be able to be restructured immediately, this fund would give impetus to those who wish to lead the initiative. It is understood that this is not a one-best-system approach to restructuring. Grants would be made according to the following criteria:

- A comprehensive plan would be required, resulting from collective negotiations and signed by representatives of the school board, the superintendent, the bargaining agents of administrators and teachers (where they exist) and by representatives of administrators and teachers at the building and/or school level. (It is understood that school is not synonymous with building and that there may be many schools in one building.) The plan may include exemptions from local contractual provisions and school district policies. For example, the plan should include provisions for:
  - joint decision-making in the school's operation;
  - teams of teachers working with groups of students — perhaps with multi-year assignments of students to teachers;
  - identification of desired learner outcomes and how they will be measured;
  - commitment to a long-term trial with periodic reporting of results;
  - choice (voluntary participation) for parents/students, teachers and administrators;
  - school-based budgeting;
  - multiple instructional strategies such as cooperative learning and use of technology;
  - alternate organization of the school day, school year, grade, and subjects.

While variances from State regulations may be necessary to allow for effective implementation of the restructuring of a school, State accountability standards, including State student testing programs and comprehensive assessment reports shall not be waived.

Each school district should be required to develop a comprehensive plan, no longer than five years after the adoption of this report, for the operation of joint decision-making at the district, building and school level. This plan should itself be developed jointly with teachers and administrators and signed by their legal representatives pursuant to Article XIV of Civil Service Law. These procedures may or may not be included in the collective bargaining agreement at the option of the signers. At the school level, joint decision-making will be pursuant to the procedures jointly arrived at in the district level plan. The following areas should be subject to joint decision-making:

- Teachers should be involved in the planning functions such as: school-based budgeting, textbook selection, curriculum development and staff development.
- Teachers should be involved in the decision-making functions such as: class scheduling, course requirements, student placements, program development and teacher assignments at the building level.
- Teachers should be involved in determining student outcomes and the means of assessing those outcomes.
- Teachers should periodically review teaching practices by subject or by grade. Teachers should periodically review such areas as academic progress; student discipline; grading policies; student and teacher assignments to courses, programs or teams; and the organization and scheduling of classes.
- Teachers should be participants in the hiring of school district employees.

Each school district should be required to develop a comprehensive plan, no longer than five years after the adoption of this report, for the operation of joint decision-making at the district, building and school level.

- Teachers should participate in activities such as peer coaching, collegial goal-setting, modeling and other developmental work.
- Under peer intervention procedures triggered by an allegation of serious deficiencies, teachers with special training should help colleagues to improve their performance. Experimentation with collectively negotiated plans to involve teachers in peer evaluation and intervention is encouraged.
- Teachers should help plan activities which lead to the improvement of performance. A local structure for governance of professional development patterned after the teacher center policy board should be established in each district.

Teachers and building-level administrators must work as a team supported by the central administration and the school board. As those who are directly responsible for delivering instruction share the responsibility for planning and evaluating their work, we can expect the quality of instruction to improve.

An essential element of reform at the local level is the condition of labor-management relations, which varies from district to district. While we recognize that there must be someone in charge in each building and that current law vests this responsibility in the building principal, we want to learn from the experiences of successful private sector businesses which place decision-making closest to where decisions will be put into effect. Task Force members, drawing from their own experiences, as well as presentations made to the group, recognize that some school districts in New York State have begun this sort of cooperative approach.

Teachers and building-level administrators must work as a team supported by the central administration and the school board.

The State should establish a fund to support competitive grants to school districts complying with the requirements for joint decision-making. Grants should be made on the basis of collectively negotiated agreements. The monies should be used to support development and implementation of the plans by providing staff development regarding effective joint decision-making, and by providing time for participation and conferences, and by funding the purchase of materials, etc. A task force appointed by the Commissioner of Education should have oversight regarding this requirement, establishing guidelines for RFP's (Requests for Proposals) and monitoring implementation.

The State should establish emergency funds for the immediate renovation and repair of school buildings. We need a "Marshall Plan" to rebuild our schools. Physical conditions in some of our public school buildings are deplorable. Graphic illustration was provided recently at a New York State Senate hearing where videotapes of some New York City schools showed problems ranging from walls stripped of plaster, to lavatories and gymnasiums used as classrooms, to burned-out and boarded-up wings of operating buildings. For years teachers and other school staff have cried out against these conditions, even as they have continued to work in these substandard environments. Certain basic physical conditions — adequate heat, light, space, furniture and equipment — are essential.

The State should establish a fund to assist local districts in creating professional environments in school buildings. Schools should be pleasant and efficient places for students, teachers, administrators and support personnel to work. Facilities should be such that members of the professional staff have access to telephones and conference space for meeting with colleagues, parents and students. Business and industry have long accepted that successful intellectual work requires a physical environment suited to its purpose. To be eligible for funds, schools should submit plans arrived at through joint decision-making.

As school buildings are planned, designs should be sought which best suit and support learning and teaching. Evidence of consultation with teachers and administrators must be provided in order to be eligible for State construction aid. Instructional staff and administrators should be treated as architects' clients and consulted for their expertise on how the physical plant can complement the educational process.

School districts should be required to take steps to maximize the time for teaching and the time for preparation for teaching. Teacher time and attention are valuable resources and must be allocated with greater care in order to benefit students most. Rather than being required to perform non-instructional duties, teachers should be provided with frequent, regularly scheduled times for planning, preparation, interaction and consultation. Budgets should be modified to reflect the need for adequate support staff in order to release teachers from non-instructional duties as defined through joint decision-making. Decisions regarding the allocation of the resource of teacher time should be subject to collective negotiations.

For those "in-need" school districts that meet the criteria recommended for the proposed PACE (Public Accountability for Comprehensive Education) or Accountability Plus aid, the State should establish a clear standard for maximum teaching load in the range of 80-120 students per day, or its equivalent, depending upon the nature of instruction and subject matter. Joint decision-making should be employed to implement this standard. Comparable teacher-student ratios should be

established for "in-need" elementary schools, to be identified by using the same PACE or Accountability Plus criteria. Categorical funding for these programs should be specifically designated to support the standards for teaching loads. Variances may be granted upon submission to the Commissioner of an application which has been agreed to by both the district and its teacher bargaining agent representatives.

The Task Force recognizes that its recommendations for new, upgraded educational requirements for teaching and the professional requirements of the job necessitate that compensation increase and urges continued positive attention and action to that end. While not the only essential element of an attractive profession, salary is the one most commonly cited and most highly visible. A competitive salary is vital to the recruitment and retention of enough qualified teachers. In recent years, the Governor and the Legislature have contributed significantly to the positive attention paid to this issue by support of the Excellence in Teaching Program.

Continued action will be needed to reflect upgraded educational requirements and to attract qualified individuals, especially minorities, to the profession. We recommend that the Governor, the Legislature, and local districts continue to address the necessity of increasing teacher salaries to make them comparable to those of other occupations requiring similar education, training, expertise and responsibility.

Teacher Preparation and Licensure*

Governance of the Profession

The Problem

Our current system of licensure does not establish or enforce professional teaching standards which are in keeping with the needs of today's students or teachers. Although we recognize that it takes more than four years of higher education to prepare a teacher for the classroom, candidates for permanent licensure in New York State are permitted to teach as they work toward a master's degree. This means our children may be taught by someone who lacks necessary subject knowledge or teaching skills.

The Task Force recognizes that persons who are not licensed teachers — such as interns, teaching assistants, or teacher aides — will be performing instruction-related tasks in the classroom, but this should always be under the direct supervision of a teacher. Only licensed teachers should be permitted to "teach" — that is, to take full responsibility for students, to make decisions regarding curricula and methods, and to instruct without direct supervision. When we refer to "teaching" in this report we are using the term to connote this full range of responsibilities.

A specific example serves to illustrate the inconsistencies of our present licensing system. A person can graduate from an approved undergraduate teacher preparation program and be assigned to teach students and fulfill the same responsibilities as a teacher who has already earned the required master's degree.

A similar problem exists with the issuance of temporary licenses. The number of persons working with emergency teaching credentials is growing, along with an increase in the number of those teaching out of license (incidental teaching). This means students are taught by teachers who may lack adequate preparation or who are unfamiliar with the course material. The students often suffer the consequences.

This changeable standard of licensure has come into being in response to the demands of the marketplace. The three governmental agencies which issue teacher credentials (the State Education Department and the City School Districts of New York and Buffalo) periodically yield to the pressures of supply and demand by lowering professional teaching standards when the supply of qualified, licensed teachers falls below the number of teachers needed to fill the classrooms. This way of operating fails to ensure a dependable, ongoing standard of teacher competency.

The Teacher Education, Certification and Practice Board (TECAP) currently consults and advises the Board of Regents. However, TECAP is not composed of a majority of practicing classroom teachers, nor does TECAP have true jurisdiction regarding teaching. This means teachers do not have an effective voice in the governance or regulation of their profession at a time when society increasingly demands more of those who

* The term *licensure* is used throughout this report to describe the new system of professional licensure proposed by the Task Force to replace the current State "teacher certification" procedure.

teach. These growing economic and societal expectations require teachers to be more thoroughly prepared than ever before. Yet the agencies charged with guaranteeing teacher competency periodically are forced into seeking expedient solutions. Too often this means supplying the system with unprepared or underprepared individuals, a practice which has led to an erosion of confidence in public education, created a negative public image of teaching as a career choice and diminished educational effectiveness.

The Desired Outcome

The Task Force feels strongly that a Professional Board unswayed by marketplace pressures of supply and demand is the best way to guarantee that those who enter our classrooms know their subjects and know how to teach. What we are proposing is not an immediate solution. It requires, instead, long-term commitment to the principle that all entrants to teaching must demonstrate that they have the necessary professional knowledge and skills before they are allowed to teach our children. Because society asks so much of teachers, rigorous and reliable standards are required for those who would teach.

Recommendations

A Professional Board should be established with its members appointed by the Board of Regents. Its composition and scope of authority should be as follows:

Composition

- The Professional Board should be composed of a majority of practicing classroom teachers. Other members should include but not be limited to building principals, school district superintendents, representatives of higher education, teacher representatives, and members of the public.

Scope of Authority

- The key responsibility of the board, like all professional boards, should be to develop and administer a system that seeks to guarantee to the public that all entrants to the profession have adequately mastered the basic knowledge and skills needed to perform competently. The board should determine how State standards will relate to those identified by the National Board of Professional Teaching Standards in its implementation of the Carnegie Report.
- The board should review all cases involving compliance with the licensing standards it sets, including ethics and discipline as currently established under Part 83 of the Commissioner's regulations. (Part 83 procedures involve determinations of good moral character arising from a conviction of a crime or commission of an act which raises a reasonable question of moral character.)
- The State Professional Board should select or develop the examinations or assessments which prospective teachers must pass. The board should examine the approaches to teacher testing currently being developed by the National Board of Professional Teaching Standards, the Minnesota Board, The Educational Testing Service, and others. The Task Force finds the work of the State of Connecticut in assessment centers to be promising and would urge the Professional Board to explore this model along with other tests to assess teacher skills and judgments.
- The board should have responsibility for establishing and monitoring the standards for internship programs.
- The board shall have authority for setting standards for interstate reciprocity licensing and, where appropriate, supplemental routes to teacher licensure.

The Task Force recognizes that licensure for administrative and supervisory service is outside its charge and recommends that the Commissioner appoint a separate task force to study the preparation and licensure for administrative and supervisory services.

The Task Force recommends that the Commissioner establish a statewide policy board composed of a majority of practicing classroom teachers for oversight and governance of teacher centers. The board should make recommendations to the Commissioner on the establishment of proposed teacher centers. We recommend that existing principal centers be grandfathered in, with their funding levels guaranteed at present levels, pending results of deliberations of the Task Force on Administration/Supervision recommended earlier.

Professional Licensing System

The Problem

New York's current licensing system is an attempt to balance the need for more thorough teacher preparation with the realities of supply and demand. A major consideration in this equation is the pragmatic need for most teacher candidates to earn a living as they proceed through the teacher preparation process.

The Task Force's recommendations in this section are deliberately skeletal to allow for accommodation of the various programs which will be needed for licensure, including the preparation of teachers to teach effectively in learner-centered schools.

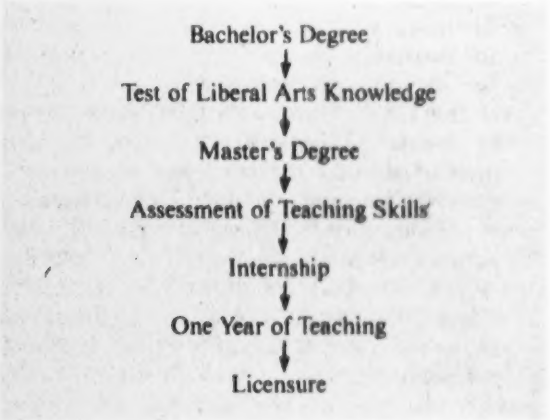
The Desired Outcome

The Task Force wants to see the creation of a statewide teacher licensing system which will seek to guarantee that before teachers are allowed to work independently in a classroom, they will be thoroughly prepared for that important responsibility. The Task

Force believes all phases of preparation and assessment must be completed before the internship begins.

With reference to national and state reports on educational reform (the Carnegie Report, the Holmes Report, et al.), the Task Force wants to see a clear and rigorous course of preparation for teachers with required components that will ensure candidates know their subject matter and know how to teach. The three general goals of this preparation are: to ensure a broad base of knowledge, to provide a strong foundation in pedagogy, and to ensure mastery of specific subject areas.

The following schematic indicates the progression of this preparation:



The teacher preparation and licensure proposal is developmental in nature and will require considerable time before it can be fully implemented. In the interim, the Task Force strongly urges vigorous and intensive recruitment to find people who can become effective teachers.

Recommendations

To guarantee that our teachers are adequately prepared to educate New York State's children to become productive citizens, the Task Force recommends the State create the following sequence leading to professional teacher licensure: bachelor's degree, test of liberal arts knowledge, master's degree, assessment of teaching skills, internship, one year of teaching. The Task Force wishes to emphasize that it is not recommending that undergraduate teacher education programs be eliminated but that the preparation begun in such programs be completed on the graduate level. The teacher preparation proposal is dependent upon the creation of the proposed tests and assessments.

- Prospective teachers should be required to obtain a bachelor's degree. The Task Force does not seek to impose a single model for the preparation of teachers. However, the Task Force believes that liberal learning is essential to the education of a prospective teacher. To this end, one course of study may be a bachelor's degree with a dual major in the liberal arts and education. Another alternative could be for a teacher candidate to earn an undergraduate degree in a liberal arts subject. Yet, the Task Force believes that a program leading to an undergraduate degree should contain professional education course work and a student-teaching practicum. Field experience, in particular, would serve as a basis for helping students determine whether they wish to pursue teaching as a career.
- Regardless of academic concentration(s) at the undergraduate level, all candidates will have to demonstrate mastery of liberal arts knowledge and of the subject(s) to be taught prior to entry into a graduate program that leads to teacher licensure. This would ensure that prospective teachers have a well-rounded educational background.
- Prospective teachers should be required to successfully complete a master's degree. Course work in pedagogy would be coordinated with a clinical experience. The heart of this program would be actual classroom experience designed to promote through supervised practice the integration of course work in pedagogy and subject areas. The master's degree should be highly flexible in order to accommodate the varying backgrounds of its candidates, both in terms of bachelor's degrees and experience. The application of this flexibility will be part of the purview of the Professional Board.

Teacher candidates who have demonstrated they have the requisite background by passing the assessment of teaching skills should be required to complete a one-year internship.

- Prospective teachers should be required to pass an assessment of teaching skills which should be based on the following principles:
  - Specific knowledge and skills should be tested only after candidates have had an opportunity to master them.
  - Testing for licensure should include assessment of a broad range of requisite knowledge and skills, and should be based on a generic and reliable assessment of knowledge and skills. It should also include an assessment of the prospective teacher's ability to exercise professional judgment.

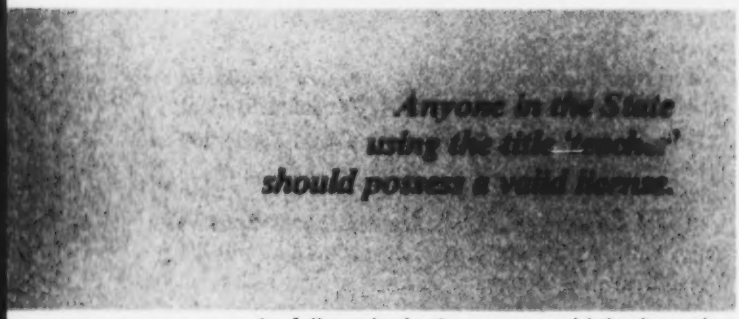
The assessment of teaching skills should assess knowledge and skills such as:

- analysis and interpretation of information about

student learning characteristics, cognitive styles, stages of cognitive and psychological development, and levels of achievement;
- assessment of student learning and progress, including performance abilities, understandings of subject areas and concepts, and types of misconceptions students may hold;
- selection of appropriate teaching materials and strategies to address curricular goals in the context of students' acquired abilities, understanding, and stages of development.

The Task Force urges the Professional Board to study, examine and support the development of such assessments. If these studies prove the reliability, validity and efficacy of these assessments, then the Task Force urges their adoption in New York State.

- Teacher candidates who have demonstrated they have the requisite background by passing the assessment of teaching skills should be required to complete a one-year internship. Candidates would need to secure employment in a school district in order to fulfill this requirement. The Task Force recommends that the internship be modeled after the current New York State Mentor Teacher-Internship grant program. Essential elements are:
  - School district and local teacher unions should be full parties in the process, with both parties required to negotiate the plan that brings a program into being and which governs its operation.
  - Practice standards should include reduced teaching assignments for both mentors and interns and training for participants.



The teacher candidate would be permanently licensed following the conclusion of his/her internship (a year of experience as an intern) and the completion of an additional year of teaching.

- The State should provide teacher candidates with a stipend for service in public schools while they are pursuing their master's degrees. Preference should be given to candidates who demonstrate financial need.
- This new statewide teacher licensing system would also apply to those teaching in New York City and the City of Buffalo.
- The Professional Board should establish standards for licensure of teachers of vocational subjects.
- The Task Force strongly believes that only licensed teachers should be allowed to teach, without direct supervision, and opposes the hiring of unlicensed persons to function as teachers. Effective September 1, 1992, only licensed teachers should be employed in the state. They should be the only persons allowed to teach without direct supervision and then only subjects for which they are licensed. The use of emergency credentials and incidental teaching is inconsistent with professional standards for teachers. Anyone in the State using the title "teacher" should possess a valid license.

The State should establish a fund to assist schools of education willing to redesign their offerings. Interested schools of education could apply on a voluntary basis for assistance in developing new programs to prepare teachers who can teach professionally.

This fund would promote collaboration between public schools and schools of teacher education primarily to assist in the development of education programs. These programs need to be designed in part to prepare teachers to be active, constructive participants in joint decision-making.

Master's degree programs should be provided based on a model where expert teachers working with university faculty provide a structured clinical experience for prospective teachers. Such schools would be exemplars of good practice, would produce and transmit knowledge of teaching to new entrants, and would provide the highest quality education to the children they serve.

Hallmarks of redesigned master's degree programs should be: a positive working relationship between the college and the school districts in which candidates acquire clinical experience; collaborative interaction between the faculties in the clinical setting and the master's degree program; and, eventually, collaborative interaction among the various department's of the institution of higher education in support of the prospective teacher.

The fund would also assist schools of education wishing to redesign programs for the preparation of school administrators. The management of schools staffed by professional teachers practicing joint decision-making will be at least as demanding as managing schools bureaucratically. Ultimately, the success of learner-centered schools will depend upon administrative recognition of the power of professionalism to improve education.

A portion of this fund should be set aside to encourage schools of education to collaborate with community/junior colleges in establishing programs to prepare instructional support staff to assist teachers. The fund should also support program articulation to clarify community/junior college education as a first step on the road to a teaching career.

Recruitment/Minority Recruitment

The Problem

Unless we stem a growing trend for young people to bypass teaching as a career, we won't have enough teachers to guide the students of tomorrow.

Students who currently indicate in their senior year of high school that they want to become teachers have among the lowest SAT scores of all college bound students. Because the quality of our educational system is dependent upon the quality and diversity of its staff, our children suffer when we lack able candidates for teaching.

Our children also suffer from a lack of multi-cultural role models in the classroom. As an example, while more than 75 percent of the student population in New York's major cities is minority, only slightly more than 25 percent of the teaching staff is minority. This problem is exacerbated by the fact that too few minorities are entering college and even fewer of those who graduate from college select teaching as a career.

If present conditions continue, the children of tomorrow will face a lack of qualified teachers. Circumstances which once assured a steady supply of teacher candidates no longer exist. In recent years, women and minorities especially have seen a variety of other career options open to them which offer greater job satisfaction and higher pay. The teacher shortage will become more acute when the large numbers of teachers currently eligible to retire actually retire. The State Education Department predicts that more than one-half of our teaching positions will have to be filled over the next 5 years.

The two most important factors in determining the number of capable students who will enter teaching lie beyond the control of teacher education programs. The first is the attractiveness of teaching in relation to other occupations. Improving the conditions of teaching, restructuring the schools and professionalizing teaching are therefore essential. Since standardized instruction fails to tap teachers' reserves of expertise and creativity, capable students who might aspire to teaching instead choose other occupations that can better challenge and reward their efforts. The second factor is that the supply of potential minority teachers depends heavily upon the number of minorities who attend and complete college. Improvements in elementary and secondary education for minority students and financial assistance to permit them to attend college are essential to increase the numbers of minority college students, some of whom will become candidates for teaching.

The Desired Outcome

Extensive recruitment of talented persons is necessary. We must build a foundation of able teachers who can respond to the growing demands placed on our schools by a changing society. It is particularly important to stress vigorous minority recruitment to ensure that all students will have access to multicultural role models. Each student can then benefit from a culturally diverse teaching staff that enhances understanding of a pluralistic society.

Recommendations

Financial Aid and Incentives

A statewide loan forgiveness program should be developed modeled after the 1960s' National Student Defense Loan Act. Repayment of the student loan would be cancelled after a predetermined period of years of service as a teacher. A combination of loan forgiveness and stipends would further encourage and assist both those seeking to enter teaching in mid-life and those whose financial situation would otherwise prohibit them from pursuing a career in teaching.

Scholarships should be made available for persons training to teach in areas of shortage. These scholarships should be awarded on the basis of content areas (e.g. math, science, bilingual subjects, English as a second language); student needs (e.g. speech therapy, education of the deaf) and geographic region.

The Liberty Scholarships recommended by the Governor should be passed into law. These would guarantee students from poor families free tuition up to the cost of tuition at SUNY or CUNY schools. This program would serve, among others, poor students who wish to enter teaching.

The State should consider the expansion of the Empire State Challenger Scholarships and Fellowships. This would provide fellowships to single parents, to persons who want to make a mid-life career change to teaching, and to minorities seeking to complete their education through the master's level.

The State should reward higher education institutions for improved rates in recruiting and graduating minor-

ities and for successful placement of minorities in jobs. This would give added impetus to minority recruitment.

The State should encourage national initiatives in support of a system which would allow teachers to bring accrued pension benefits with them when moving from another state. The possibilities of a national pension network such as TIAA-CREF could also be explored.

Recruitment at All Levels

Institutions of higher education should develop aggressive recruitment activities to bring minorities into preparation for teaching. Every institution of higher education should create an office responsible for disseminating information to the minority population about scholarships and financial aid.

As early as elementary school, students should be encouraged to think about teaching as a career. These students should be counseled and supported to maintain their interest.

School districts in urban areas should consider developing a high school for students who aspire to be teachers. Such schools could be modeled after the successful High School for Aviation or the High School for the Performing Arts, both in New York City. In other secondary schools, Future Teacher Clubs should be reinstituted.

Programs should be developed to recruit top students from trade and vocational schools who would like to teach in vocational areas. For the first semester of the school year following their graduation from high school, these students would attend college part of the day and work part of the day as instructional support staff in a high school vocational program. For the second semester of that school year, the trainees would work in their trade specialty while continuing their collegiate study. This type of program is currently being piloted in New York City, with the first graduating class expected in June 1989.

Institutions of higher education should develop aggressive recruitment activities to bring minorities into preparation for teaching.

Institutions of higher education should resolve issues of accommodation and the acceptance of transfer of credits to provide access to teacher training for students with a community/junior college background.

A program should be funded by the State to assist guidance counselors in informing minority students of prospective careers in teaching. The guidance counselor is in a unique position to support the academic development of minority students.

Career Opportunity Program

A career opportunity program should be developed that would recruit those who demonstrate potential for success at teaching from interested school support staff and community members, thereby providing greater opportunities for individuals who wish to enter the teaching profession. These individuals should be encouraged to seek employment in our schools and to complete the requirements to become teachers. They would earn income while attending school. Scholarship programs, flexible work schedules and courses offered on site would help them reach this goal. The Professional Board should be responsible for developing of the steps in this career opportunity program.

This type of program has been working successfully in New York City for almost 18 years under a negotiated agreement between the United Federation of Teachers and the New York City Board of Education. The latest statistics available reflect that since 1970, approximately 3,500 persons have completed the program and received a bachelor's degree. Eighty percent of these graduates are minorities and approximately 2,500 are teachers today. While the age span of the participants in the program ranges from 20-57, more than 50 percent of the participants are between 30 and 40. During this school year, there are more than 2,000 participants in the program. A similar program was approved recently in Syracuse under an agreement between the Syracuse Teachers Association and the Syracuse City School Board. A career opportunity program also exists in the Buffalo City Schools.

This is a particularly efficient method of entering teaching for those citizens who want mid-life career changes and those who are re-entering the workforce.

Collegiate Support

College and university faculty should visit secondary schools to observe classes and to encourage minority students and parents to visit their campuses. They should include these students and parents in their mailings of special campus events. They should also help counsel students in the selection of courses for their entrance into college.

Colleges and local school districts should be encouraged to exchange faculty on a year-by-year basis. These exchanges would help demystify the college experience by giving secondary school students the opportunity to meet and learn from college faculty. In particular, exchanges with minority institutions would provide increased understanding on the part of both faculty and students.

Teacher education institutions in New York State should establish faculty exchange programs with other colleges and universities, especially minority institutions. Teacher candidates would benefit from contact with a

broad range of teachers and potential role models. Understanding and appreciation of a pluralistic society would be enhanced for exchange participants, and teacher education faculty would gain perspective on the education of minority students.

Community Support

The educational community (teachers, administrators and faculty of higher education institutions) must work with parents and local groups to foster academic success and to encourage students to consider teaching as a career.

The business community should be challenged to help recruit teacher candidates. Since our current students are their future employees, we challenge the business community to help us recruit the best possible teachers, both minority and non-minority. Businesses should be asked to underwrite a campaign for the teaching profession similar to one developed a number of years ago by the State's Office of Travel and Tourism (I LOVE NY). Participating firms should be encouraged to underwrite the cost of posters, flyers, and newspaper and broadcast ads which dramatize the need for teachers and describe the rewards of teaching in New York State.

Recruitment Office

On-site recruitment should be conducted at institutions of higher education with high minority enrollment to provide potential teacher candidates with personal encouragement and information on the New York State Public School System. This could include information on teaching as a career, details on teacher training programs, as well as practical information on how to fulfill New York State licensing requirements.

The State Education Department's Office of Teacher Certification and Recruitment should publicize its recruitment and clearinghouse office throughout the State and expand it to reflect the needs of teachers in specific subject areas. Last year the Legislature mandated the establishment of the recruitment and clearinghouse office. Its responsibilities include acquiring and disseminating information on demand and supply of teachers.

Accountability

The Task Force, in its call for learner-centered schools and joint decision-making, proposes radical changes in the way our schools work. We feel strongly that we must back these proposals with a system of accountability that will earn the public's trust. The charge from Commissioner Sobol asked us to examine accountability as it pertains to any new roles we have proposed for teachers.

In this section, we summarize aspects of accountability in recommendations contained elsewhere in this report and recommend ways of increasing accountability. Although the recommendations provide direction for improving the professional accountability of teachers, none alone can guarantee it. Our proposed system of professional accountability is inextricably bound to the other major portions of our vision: schools that are learner-centered and employ joint decision-making, a comprehensive licensing system, and vigorous recruitment efforts.

Implementation of the recommendations in this report should increase the chances that students will learn; however, it is important to remember that learning is an active process requiring substantial effort from the student. To help motivate students, their parents and community members must unite with educators in efforts to persuade them of the relevance and importance of their formal education. There are three main participants in a successful education: the student who works at learning, the teacher who manages the student's effort effectively, and the parents and community members who provide support and encouragement for education. Teachers under a new structure of joint decision-making would be accountable for their new responsibilities. Students, parents and community members must also be involved and accountable for our schools to succeed. In addition to the separate accountability of each of the participants in education, we see restructured schools developing a greater sense of **shared** responsibility for the educational success of all students.

Professional Accountability

The Problem

Recognizing the public's rightful interest in holding the teaching profession accountable for its role in education, the Task Force has identified the following areas where a system of accountability must be established:

- ensuring qualified and effective teachers for all of New York State's children;
- promoting the best teaching practices;
- enabling teachers to command the resources they need to apply their expertise effectively ; and
- changing the roles of teachers so that they may share responsibility for educational success.

The Desired outcome

We seek a system of professional accountability that first determines who may be permitted to teach. To deal with the
challenge of acquiring "qualified" teachers, we need a stronger recruitment system that seeks a diverse pool of talented candidates, teacher-preparation programs that assure strong academic and clinical qualifications of these candidates, more appropriate tests for assessing qualifications, and an effective evaluation system.

We want to ensure that teachers are competent. For those who do not perform up to expectations, we want a system that protects students and encourages those practitioners to improve.

It is essential that the system of professional accountability include certain values — professional responsibility, respect for best practice standards and teamwork. Professional responsibility is essential to permit teachers to organize resources efficiently for effective instruction; it also promotes greater self-direction and the creative use of expertise. Best practice is fostered when professionals are expected to create and participate in their own professional development program. Teamwork is a powerful and effective resource for accountability because of the shared responsibility and interdependence it requires.

Recommendations

Only licensed teachers should be permitted to teach. We must first assure the competence of teachers as they enter the profession. This may be one of the most important contributions to accountability.

The Professional Board should review all cases involving compliance with the licensing standards it sets, including ethics and discipline as currently established under Part 83 of the Commissioner's Regulations. We also recognize that the Professional Board that determines admittance to licensure should also implement procedures for its withdrawal.

A local structure for governance of professional development, patterned after the teacher center policy board, should be established in each district. It should provide support for teachers in fulfilling their professional responsibility to keep informed of ongoing research, advances in teaching skills, etc. Peer coaching is essential to effective professional development — even the best teacher can improve.

Implicit in the structure of teaching teams is recognition of their positive effect on accountability. The use of teams, which will break down the isolation individual teachers currently experience, has a natural result — informal but powerful daily accountability. Feedback from peers helps identify and complement a teacher's strengths and weaknesses, contributing to improved performance. The team structure helps teachers assess what works best for individual students.

Teachers should participate in hiring. Through this role, teachers will be given increased responsibility for and commitment to the success of new employees.

Development of locally determined procedures for the annual professional performance review of all staff should continue. These locally negotiated and implemented procedures can enhance accountability and should be continued.

Programs to assist teachers performing below expectations should be established at the local level. Poor teaching performance usually results from either a lack of skills and/or knowledge which should have been acquired in a teacher preparatory program, or from a personal or family problem which is hindering performance.

- If a lack of skills and/or knowledge is the problem, peer intervention programs should be established at the local level through collective negotiations. We advocate peer intervention as a means of formalizing the sharing of expertise to strengthen performance.
- If the teacher is experiencing personal problems, an employee assistance program should be utilized.

The Task Force is aware of growing public dissatisfaction with existing procedures to remove the small numbers of incompetent educators in New York State. In response, the Task Force recommends the creation of a workable, credible accountability system which identifies incompetent performers, seeks to remedy their deficiencies and removes those who do not overcome them.

Accountability for Schools

The Problem

Current registration practices designed to ensure compliance with State standards do not effectively focus on what students and their teachers are doing or on how well an individual school's goals are being met. Too often, they reflect perfunctory bureaucratic needs. Registration procedures are superficial and limited — only

high schools are registered and only once every ten years.

The Desired Outcome

Recognizing the state's necessary and proper role in setting certain minimum standards for district and school performance, the Task Force calls for State registration and assessment procedures that reflect our vision of a learner-centered school.

Schools that do not meet minimum standards, currently known as "CAR" (Comprehensive Assessment Report) schools, should continue to receive assistance. When improvement is demonstrated, assistance should be continued to insure maintenance of those gains.

Recommendations

Participation in restructured schools should be a matter of choice (voluntary participation) for parents/students, teachers and administrators. Voluntary participation means that those who choose to take part in the restructured school will have a stake in how well it works. Because they have an investment in the restructured school's existence, participants are likely to demonstrate an increased sense of accountability and responsibility for the school's success.

School registration standards should be reviewed and redesigned as necessary to focus on program effectiveness.

Criteria and procedures should be considered for registration of elementary, middle and junior high schools.

Support should be given to the continued development of the Comprehensive Assessment Report and of comprehensive school improvement programs, with greater public attention paid to schools' goals and their efforts to achieve them.

The percentage of the school budget spent on direct instruction to students should be examined in every school district.

Student Performance

The Problem

Current standardized tests and assessments do not accurately measure the wide range of skills and knowledge required of students in our schools. We need appropriate ways of assessing students' mastery of basic skills, thinking skills and academic knowledge. To account for the performance of New York's students in the face of rigorous standards, we need to be certain we are assessing the right items in the right way, something that is not happening as well as it could. In addition to traditional tests of student knowledge, we need assessments that can show a student's ability to reason, to think critically and to perform other skills required for success.

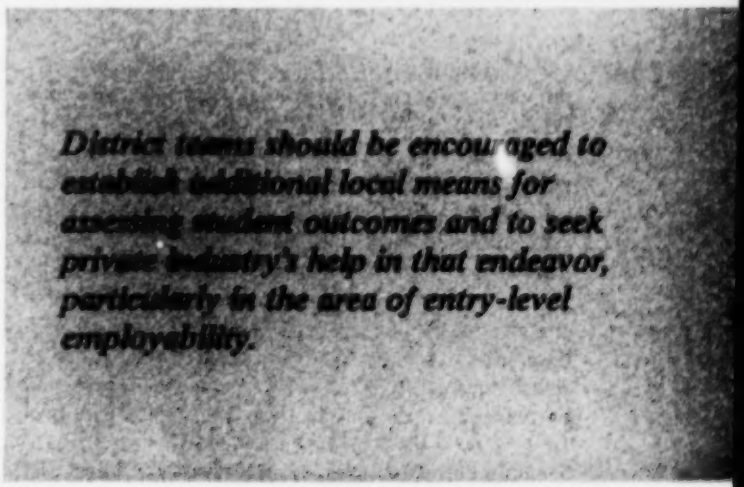
The need for stringent statewide standards must be balanced with the need to enable teachers to apply their expertise to local student populations, community and educational needs and goals. This effort requires broadening the definitions of student performance outcomes to include a wider range of skills than current standardized tests measure.

The Desired Outcome

The Task Force believes that the initial effort to create assessments that would more effectively measure student skill and knowledge is best accomplished through district-level efforts in addition to State efforts. Business and other community leaders could be consulted for guidance on what skills are needed on the job. We want to provide education to meet the full range of student needs — to be employable and to be prepared to enter an institution of higher education, to be capable citizens, and to enjoy an enlightened life.

Recommendations

Local districts should work to create more effective assessments of student performance. These should be developed and implemented through joint decision-making. By promoting frequent, informal exchanges of assessments of student performance, teaching teams could provide more coordinated, more powerful feedback to students.


District teams should be encouraged to establish additional local means for assessing student outcomes and to seek private industry's help in that endeavor, particularly in the area of entry-level employability.

The State should provide research and development support to establish new statewide measures of what knowledge students should have and what capabilities they should develop. The Task Force suggests the National Assessment of Educational Progress as a model.

To promote the exchange of ideas and to reduce duplication of effort, the State Education Department should be responsible for regularly disseminating the results of local and State efforts in identifying and assessing student outcomes. In addition, the time schedules of State examinations could be reviewed to

provide for greater coherence in assessing student performance.

Support should be given to continued development and improvement of current State testing of basic competencies and subject matter knowledge. The New York State system of testing, which includes Pupil Evaluation Program (PEP) tests, Regents competency tests and Regents subject exams, are a model for other states.

The establishment of "district teams" should be encouraged. These local committees representative of teachers, administrators, school board members, parents and other community members would be asked to help improve assessments of what students should know and what they should be able to do. District teams should be encouraged to establish additional local means for assessing student outcomes and to seek local private industry's help in that endeavor, particularly in the area of entry-level employability.

The State should provide funds for restructured schools which would enable students to remain in a particular school if they move their residence beyond school boundaries but within the district. Continuity of the student's educational program would then be improved.

The Task Force recognizes the crucial need for parents to be involved in the schools, both as interested supporters of their own children's educational progress and as collaborators in developing strong educational programs.

Community/Parent Accountability

The Problem

The Task Force recognizes the crucial need for parents to be involved in the schools, both as interested supporters of their own children's educational progress and as collaborators in developing strong educational programs. There is also a need to recognize the importance of other agencies, groups and businesses in the local community and the importance of their views on the effectiveness of our schools.

We are further concerned with the impact of other governmental agencies on the readiness of young people to learn. Too frequently, teachers find that decisions made by other agencies inadvertently detract from school efforts to help a child progress. Undoubtedly, schools may cause similar, unintentional problems for other agencies. The lack of a regular means of communications, and conflicting bureaucratic procedures may contribute to these unintentional conflicts.

The Desired outcome

Other segments of the community need to become more involved in our schools. Schools need the cooperation and support of community agencies, groups and individuals to make wise choices on resource allocation.

Recommendations

The Task Force encourages the establishment of local school development councils that would include representatives of teachers, administrators, school boards, parents and students to work together on school-related issues and concerns. The Task Force believes the establishment of these councils would enable districts to plan more effectively for long-term goals and to marshal support for those goals. The councils would serve districts as additional channels for monitoring and responding to feedback.

Schools should be given the necessary staff, funds and facilities to implement pilot projects such as Schools as Community Resources. These schools should be established as centers for the coordination of health, education and welfare services in the community to serve the student more effectively. Routinely, it is a formidable task to coordinate the effects of the multiple agencies that may affect a child's life, but we regard it as an especially crucial one. The key to this effort is to base it on the child's needs. The school's relationship with a child, particularly in light of the amount of time a child spends there, makes it a likely place for coordination efforts to be based. Schools are now functioning in this role as coordinators of community agency services in some 15 locations statewide.

Local communities should be encouraged to provide adequate fiscal and human resources for school operations. This is crucial to schools' efforts to succeed.

Conclusion

The recommendations contained in this report represent a collective vision — one that was forged through vigorous debate among the 37 members of the Task Force. It has been the Task Force's intent from the beginning of our discussions to present a cohesive plan for improving the conditions of learning and teaching in our schools. Our recommendations, therefore, should not be considered piecemeal, but rather assessed as part of a shared vision of what New York State schools should be.

We realize that it will take time, commitment and money to implement these recommendations. Changes such as we propose — in school structure, teacher licensing, recruitment of teacher candidates and accountability — are major reforms. The work of implementing these reforms must be undertaken in an intelligent and deliberate fashion.

And yet our vision of a restructured school convinces us that we must not delay in beginning our efforts. A new class of kindergarten students starts school this fall, and they — along with their brothers and sisters — represent the future of our State.

We must give them the schools they need.

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